

SOCIAL ENGINEERING IN SMALL CITIES

A Plan For Cities Of 10,000 To 20,000 Inhabitants

By

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PREFACE

This study is not intended as the ultimate word on the charity work in small cities. It is only a suggested plan for work which seems to offer advantages over the present methods.

For help in collecting the material for this study I wish most gratefully to acknowledge the kindness and courtesy of Mrs. Hamlin, the Secretary of the Social Service League; of Mr Messenheimer, the Commissioner of the Poor in Douglas County; of Lieutenant Bialeschki of the Salvation Army.

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CHAPTER I

Introductory-The Problem

Without studying the situation, the greater part of the residents of a city of 15,000 inhabitants would say that there was little need for anyone in their city to ask for aid. Upon investigation, however, they will discover that there is a considerable number of people who do need help; probably not many who need it regularly but still a few of that kind. And they will find many who need a place to which they can go for aid to carry them through a season of unusual stress.

In small towns where everyone knows everyone else, this matter is generally cared for without organized effort. The well-to-do people of the little town know their neighbors root and branch. If anyone be in want, everyone in town knows whether it is misfortune or fault which lies back of the immediate need. The relations between the rich and poor are close and personal; help can be

given without patronage on the one side or humiliation on the other. This condition is particularly evident in pioneer communities. In large cities, on the other hand, there is no doubt concerning the need of organized charity and the question of meeting this need has usually been considered in some way.

A city of 15,000 people presents the difficulties of both a small town and a large city. There are many cases of personal contact, as in smaller towns and yet the place is too large to trust to that. Usually some foreign element exists in cities of this size which complicates the problem. Churches, societies and individual workers struggle bravely but their efforts are ineffectual. No one knows what anyone else is doing unless by accident. The poor who put themselves forward may be helped; the poor who keep their self-respect and refuse to beg, suffer unseen. Most of the work done is alleviative, very little preventive. For the most part, there are no laws in small cities to regulate the housing conditions, other than those prescribing fire limits. In addition to these conditions, the situation is further complicated by frequent and bare-faced imposition on the part of those seeking help. The lack of co-operation among individuals and organizations dispensing relief

invite deception; if two relief giving societies in a town have no confidential exchange of information, it is as easy to ask help from two as one--and doubly as profitable.

The work before the town must include measures to stop the stream of poverty at its source. It is only within recent years that an effort has been made in this direction with much prospect of success, and then only in the large cities. People of a small city cannot realize that a town the size of theirs can need campaigns against tuberculosis, agitation for better housing, insistence on summer schools and play grounds, the establishment of trade schools and manual training classes.

Realization of the need of a plan for organizing the charities of cities of this size has led to the detailed study of the situation in Lawrence, together with a less detailed and personal study of other Kansas towns of similiar size.

Letters were sent out to the presidents of the charity organization in the Kansas cities of 15,000 to 20,000 inhabitants. The replies indicated that a very well defined problem exists in these towns and that some local effort had been made to solve it, but in no instance were the charities of the town organized as a

real unit with a trained worker in charge. In every case the work was carried on by local persons who gave just what time and effort they could spare to it.

In Coffeyville the mayor is by virtue of his office, poor commissioner for which work he receives \$300 extra; in Hutchinson the work is all volunteer work by ladies from the various churches; in Galena the problem is taken up by the ministers of the city who donate their services; Parsons has a "Relief and Humane Society" with a matron in charge of the office during the winter months to give out relief as it is asked for; Leavenworth pays its secretary \$30 a month-"just enough to pay for the work which she would otherwise do at home". Several of the letters failed to elicit answers, thereby showing that the organization probably was not working at its maximum efficiency.

After sending out these letters, the study of the local situation was begun by making calls on the heads of all the charity organizations in the city. The first interview was with the secretary of the Social Service League from whom I learned the methods used there. I was allowed to look over the stubs of the League's check book in answer to my question as to the amount spent for relief work during the year 1917. I was allowed to examine the records which are kept of the call made by

the secretary in her capacity as visiting nurse. No other records are kept.

The next interview was with the Poor Commissioner who was confined at home because of sickness which had lasted all winter. During this time he had been able to make no investigations but had been obliged to depend on the applicants story except in cases which were personally known to him. A copy was made of his report which records the names and the exact amount of relief given. This list was taken to the secretary of the Social Service League and she was asked to check the names of those persons with whom she had worked.

At the Salvation Army headquarters, the Lieutenant was asked to check the list in the same way. A request for his list of cases was made but this he was unable to furnish at the time since he kept no records. He said he could easily make out such a list and would mail it to the author. This was never received although it was asked for several times and a stamped envelope sent for the reply.

Interviews were then had with members of the Aid Societies of the different churches, with secretaries of the lodges, the Chief of Police, the secretary of the Y. M. C. A., and many individuals who are interested in charity work.

Visits at the Provident Association in Kansas City, Missouri and the Associated Charities of Kansas City, Kansas proved very interesting and instructive, providing an opportunity to observe and study the methods used in these places where the organizations seem to be functioning quite efficiently.

CHAPTER II

The Development Of The Charity Organization Movement

The science of Political Economy as we know it is hardly more than a century old, while the art of aiding the poor has been practiced from time immemorial. Before Christianity was a power, and entirely outside the influence of the Hebrew faith, the instincts of sympathy for those in distress prompted to kindly acts which philosophers commended and religious leaders enjoined. The beggar is known to almost all literatures with which we are acquainted; and where beggars are, there must also be those that give. In China, long before the Christian era, there were refuges for the aged and sick poor, free schools for poor children, associations for distribution of second hand clothing, and societies for paying the expenses of marriage and burial among the poor.(1)

Intermittently from the earliest times, the altruistic instinct seems to have been reenforced or its acts counterfeited by egoistic instincts, originating in educational, political or religious considerations. The first of these subsidiary motives was doubtless the weak-

(1) Crocker: "Problems in American Society", chapter on "Scientific Charity".

est of the three. The desire to promote self culture by development of the benevolent impulses is largely a modern form of selfishness, and yet there are traces of it among the ancients.

Formerly, as now, political consideration frequently led to acts of charity when the motive was absent. Free or greatly cheapened corn for the Roman people, though nominally only giving them what was their own, was really a questionable gratuity. Sympathy probably did actuate many who favored largesses, yet the impelling cause of their continuous increase was political self-seeking. The laws for the better care of exposed children, and for the support of young women with children of the later Roman Empire were partly a result of sympathy but largely from a wish to fill up the depleted ranks of Roman and Italian population.

The commonest and most powerful incentive to benevolent actions has been everywhere and at all times supplied by religion. Any impulse or habit that is good for the race is likely in course of time to be fixed and intensified by religious sanctions. Almost all customs, including organization of family and government, and even habits of dress, diet, cleanliness have been thus confirmed. Religion, however, like the motives based on political

considerations, has too frequently substituted self-seeking for self-sacrifice as the motive power in aiding the poor. Rewards are offered for benevolent work while punishments were promised for hard-heartedness".(1)

In almost every European country, the state first tried to stop beggary and vagabondage by repressive measures and only when these failed, did it attack the evil at one of its sources by taking charge of relief work. This work was taken over by the state in the Scandinavian countries at a very early period, in England at the time of the Reformation, in France at the time of the Revolution and in Italy in the last few years.

The history of philanthropy during the nineteenth century presents some curious features, and one of the most striking is the rapid change which took place during its last thirty years. The literature of the earlier part of the century shows a well developed tradition of what charitable effort should be. Like many other ideals of the period, it was simple and well defined. The religious origin had not been lost and its outward manifestation contented itself with alleviation or cure, giving little thought to prevention. The human and charming characters of the literatures of this time help the poor because it is a religious duty to give to the weak, or

(1) Warner: "American Charities"-p 4.

rather because they can best express their love for their Master by giving to these, His poor. The problem of charitable relief takes a very simple form in their eyes. They are not assailed by any doubts as to whether the poor ought to be poor. The conception of social justice is as foreign to them as the term itself. To be benevolent involved giving time and thought along certain well understood lines; the poor were to be looked after and kindly treated; schools naturally church schools, should be established among them, that the children might learn their catechism and acquire a limited knowledge of reading and sewing; a conscientious landlord should not allow his villages to fall into notoriously unhygienic condition, nor oppress his laborers unduly. In addition, it was right to carry broths, medicine and jellies to the sick; give blankets and coal to the old and infirm; to give food and shelter to the passing beggar; and these efforts with, of course, a due amount of instruction and exhortation bestowed upon the beneficiaries comprised the whole duty of philanthropic man.(1)

It would be entirely wrong to say that this was the only conception of charity. During the period when this ideal held sway, Lord Shaftesbury was doing his great work;

(1) Cf. Devine: "Principles of Relief", Chap. II, "The Essentials of a Relief Policy"; also Henderson: "Modern Methods of Charity", Section on "In the United States".

Dr. Chalmers was perfecting his system of neighborhood help, a system unsurpassed by any later development; Maurice and Kingsley were calling attention to the social conditions which held thousands in enforced poverty. The absolute necessity of changes in the poor laws was forcing the problem of poverty upon all students of public questions. Forces were at work which would lead in time to a wider and more thorough-going view of want, its causes and its remedies.

In the early seventies the charitable people of the large cities waked up to the fact that the ideal of charity heretofore held was no longer practicable and the attempt to apply it to existing conditions had brought about a state of affairs among the poor in the cities which was nothing less than terrible. The existing charitable societies were unprepared to meet the burden of a growing city. They had been formed in earlier days under simpler conditions. They were wholly unfitted for this new order in which giver and receiver were entire strangers--both personally and often in customs and language.

By the early seventies the situation outlined had become so bad that its improvement was inevitable. The very seriousness of the situation called forth the best thought which students of public questions could give and roused philanthropists to a determined effort to cope with its difficulties. As a result of this effort came

into being what is known as the charity organization movement. This movement has profoundly influenced social thought of the day and some attention must be given here to its development and changing attitude toward poverty.

Primarily, this movement was an endeavor to unite the scattered forces of philanthropy, to substitute combined for independent and often antagonistic action, to bring into charity work the methods of organization and co-operation which proved so effective in the economic field, and to find new ways adapted to the changed conditions, of applying the old principles of charity and good will. Like many another movement it has accomplished far more than its originators had in mind, and has outgrown the modest conception of the functions with which it was formed.

Delegates from the charitable societies of a given place were invited to meet and form a central board which should be the Charity Organization Society. This board should establish an office, have as many workers as were necessary to give all their time and effort to the charity work of the city. Each society was also asked to file in a central office, the names of all those whom it was helping and to report new applications made to it for aid. The officers and employees of the central board were to be ready at all times to investigate the circum-

stances of anyone applying for help, and to report the facts of the situation to the person or the society making the request for investigation. If this person or society did not feel able to give the help needed, it was the further duty of the society to strive to secure it elsewhere. Representatives of the different societies were invited to meet frequently with the central board in order to discuss the best way of meeting individual cases of need, or of dealing with problems of a general nature. The general office was to make and keep a full account of the circumstances of the case as first reported and all further action in regard to the case.

This does not seem to be a very drastic change; in fact it was merely an attempt to apply business methods to the relief of distress. It met with astonishing success,. Beginning among English-speaking people, with the formation of the first Charity Organization Society in London in 1868, the movement has spread rapidly and widely. In our own country in the forty years since the first one was established in Buffalo in 1877, others have been adopted in more than two hundred cities. It supports magazines and papers devoted to its special interests; it has maintained classes for training in philanthropic work which have developed into three independent schools

for such training and have led to the establishment of many courses of the kind in colleges and universities. Chicago University has at the present time more than eighty courses open to people who are interested in the problems of Philanthropy. In the new phase, science is substituted for sentiment in charity work.

The movement itself has grown all the while. Three phases are visible: the repressive, the discriminative, and the constructive, each developing naturally from the preceding and leading logically to the next. The development has not been equally rapid in all parts of the country. Perhaps it might be well to say that the second and third phases are co-existent. In the latest development of the movement, the discriminative attitude is maintained toward the individual case of need but to this has been added the wider view which takes account of the whole social field and strives to check the social tendencies which of their own force induce poverty.

The repressive phase rose directly out of the causes leading to the charity organization movement. So much harm had been done by indiscriminate charity, that it was natural that perhaps an undue emphasis should be placed on the perils attending the giving of material relief, and possibly too much emphasis on the necessity of incul-

cating in season and out of season self reliance and self-dependence as the highest duties of the poor. It was so important to preach the doctrine that no help should be given without full knowledge of the circumstances, that occasionally the emphasis was misplaced and the impression was gained that no help should be given at all. It is possible, from this, that the charity organization movement deserved, at times, the familiar reproches of hard-heartedness, of rigidity, and of over-systematization. It had, however, within itself two principles which led to the developement of what we have called the discriminative phase. It insisted not only on a thorough knowledge of the circumstances of the applicant, together with a careful record of what was done for him and the results of this course; but it further urged the necessity of a really friendly and personal interest in each applicant as the only means through which help could be rendered intelligently and successfully. This interest it tried to supply by the friendly visitor. These two principles worked together, reenforcing one another, and leading toward a common end. As the agent studied the record of cases extending over years, and as the friendly visitor followed the fortunes of successive families, it was inevitable that each should come to see that there are times

when self support may not be an entirely desirable condition. They came to see by painful and actual experience, that when a family is kept from the need of receiving outside aid, whether by putting the children to work at too early an age, or by overworking the mother so that she cannot make a home, or by forcing the children old enough to work into injurious trades, not only the family, but the community is harmed, and the temporary independence secured by such means is apt to be paid for by serious poverty and wrong doing later on.

The movement is now at a stage in which relief is looked upon as a means, dangerous if carelessly handled but none the less a decided place in the category of available methods. It is recognized, however, that the facility with which temporary improvement may be secured by the use of money does expose the worker to the temptation of relying too much upon it; so added emphasis is laid upon the fact that giving material aid is never in itself sufficient. More and more insistence is placed upon the personal interest which will find the best way of making the most of each member of the family group; the comprehensive view which keeps in sight the reestablishment of the family as a whole, works toward that end, using material relief as only one of the means for this

purpose, never losing heart or giving up the family as "unworthy" until the goal is attained and the ranks of the dependent have been diminished by one more group transferred to the army of the normally and healthfully self-supporting.

The study of the individual case, the careful preservation of the records of hundreds of other individual cases led inevitably to a consideration of the causes of poverty en masse. The worker who dealt with only one family or even twenty, might honestly feel that character was the determining factor in the social condition of each one of those families, and that only through improving the individual could his situation be improved. The agent who dealt in the course of years with hundreds of families, the student who applied himself to the records of thousands, could not but observe that there were certain social conditions, various large general forces operating to reduce people to poverty, regardless of their individual merits or demerits. Free will may prevail in the moral world, but it does not in the physical, and if a man dwells in a dark and unhealthful tenement, infected with tuberculosis germs, if his work keeps him in unhealthful and depressing conditions, no amount of self respect and earnest industry will ward off from him the danger of death from consumption, or from his children the likelihood of weakened constitutions and impaired

strength in their struggle against the environment which proved too much for him. Common sense demanded that while efforts to improve the individual family were carried on unflinching, energy should also be directed toward removing the preventable causes of want and toward stopping the stream of poverty at its source. As this ideal took form and became effective, the movement entered on its third and most important phase which may be called the constructive stage.

It is only within a very few years that this effort to remove preventable causes of poverty has been made on a large scale, and with much prospect of success. It shows itself in innumerable places. The campaign against tuberculosis, the agitation for better tenements, the fight against child labor, provision for summer schools, playgrounds and other means of recreation, fresh air work among children and adults alike, the careful treatment of mendicancy in the larger cities, the establishment of trade schools and training classes^{all} among its manifestations. Some of these efforts would have been impracticable a generation ago. The problem of street begging, for instance, could not be constructively treated without the system of interurban help and information which has been established wherever charity organization societies are found.

Child labor cannot be adequately treated by local methods alone and such troublesome questions as the deserting husband and the migrating family can be solved only by the united action of many forces.

The unusual development of this preventive work which is characteristic of the present stage of social activity has been rendered possible only by the growth of the principle of cooperation, which is so marked a feature of the charity organization movement. Everywhere societies formed to study and relieve poverty are recording and exchanging the results of their efforts; national conferences, held at least annually, are bringing leaders of the work into close contact; magazines, pamphlets and weekly or monthly papers are constantly bringing to the public the greatest coordinating information. An example showing the rapid effective action resulting from this information through magazines is shown in this story which the secretary of the Y. M. C. A. related:

A young man came to the Y. M. C. A. and took a room at the opening of school in the fall. He became quite intimate with the other boys in the dormitory. About three weeks later he told the secretary that he had secured a room nearer to the University so he left the building one afternoon at three-thirty - just time to

catch the Santa Fe train which leaves Lawrence at three-fifty. That evening his future landlady called up to inquire whether he were coming out to take his room. This immediately aroused the interest of the secretary. Upon investigation, he discovered that a watch, a new suit and quite a sum of money were missing from one of the rooms. They found in the boy's waste basket scraps of a letter which when pieced together proved to be from some one in the State Reformatory. A letter of inquiry was sent to the institution and an answer received stating that a young man by his name had been there. In the letter was enclosed a photograph. The local secretary sent the photograph in to the Y. M. C. A. magazine, "Union Men" where it was published a short time after that, together with this story. Not long after this the secretary had a letter from a man in a little town up in Leavenworth county, who said he thought this young man whose picture was published in "The Union Men" was working on a farm near his town. The police followed the clue, found and arrested the young man. The suit and watch were returned to their owner but the money was gone. The young man is now serving a four years sentence in the penitentiary at Lansing.

This incident may serve to illustrate how the worker

in the remotest town may have the advantage not only of knowing the results which have been secured by other workers along his chosen line of research, but of enlisting the instant cooperation of all the other workers, through their organized bodies, as soon as his work reaches outside his own field. Never before has it been possible for the forces of philanthropy to present such a united and formidable front to the forces making for want and misery. No one, of course, seriously supposes that poverty will be eradicated, but it is believed that it will be greatly diminished and that a large part of the suffering which is due to social conditions rather than to the individual's fault may be abolished.

In reviewing the development of charitable work within the last forty years, it becomes evident that one and the same idea has been its underlying principle, with, however a shifting of emphasis.

The fundamental purpose has always been to remove the poor from dependency and to restore them to the ranks of the self-supporting. At first, emphasis was laid on restoring them to independence in the shortest possible time, and on running the least possible risk of injuring their moral fibre by the administration of material relief. In the next stage, the ideal upheld was to restore

them to self-support in such a way that this should become permanent, and that in doing so no injury should be done, either to society as a whole, or to the individual members under consideration. In the third stage, while the second still holds for the person or family who has fallen into want, it has been supplemented by a vigorous effort to remove the social causes which have contributed to this fall and to keep others from falling through the same conditions.

CHAPTER III

The Situation As Exemplified By Conditions In Lawrence

Lawrence seems to be a city of such economic resources that family and individual distress should be at the very minimum. The city lies in a region of great natural wealth, being the centre of a rich farming community which comprises the valleys of the Kansas and Wakarusa rivers. It has the advantage of good railroad facilities, three steam lines and an electric interurban entering the city, and it is stationed on one of the transcontinental highways. While factories have not been encouraged to locate in Lawrence, a number of large manufacturing concerns have grown up here as a result of the water power facilities offered by the Kansas river. There are thirty-eight miles of paved streets in the city.

The State University is located in Lawrence and the city prides itself on the intellectual and moral atmosphere which prevails. By its own people, at least, it is styled the "Athens of Kansas". The city has a high proportion of native residents, 95 per cent of its 12,884*inhabitants in

* 1915 State Census.

1915 being American born. Negroes make up 14.4 per cent of the total population. There are few foreigners found here except in the track work of the Santa Fe railroad and these are not regularly stationed here. It is a city of single family houses; the multiple dwelling apartments and flats having made their appearance in only a few parts of town. The per capita wealth is high, being \$1045.50.(1)

Despite these indications of general well-being, many of the unwholesome living conditions of the congested and poorer neighborhoods of large cities, and their unfavorable results, find duplication. This statement is borne out by the fact that in 1917 approximately 300 of the 3598 families in Lawrence recieved aid of some kind from one or more of the public or private charity organizations in the city. This practically bears out in Lawrence the discovery which Booth and Rowntree made, that 10 per cent of the people of London and York were living in poverty. Although only 300 families out of the total of 3598 recieved aid, it must be kept in mind that these families are usually larger than those economically independent.

In taking up this study the aims were:

1. To discover as definitely as possible the size and character of the charity problem of the city, and

(1). 1917 City Valuation.

determine what portion of the field of charitable work is being covered and what, because not covered, show need of community action.

2. To suggest, in order to fill these gaps, both new methods of work and new work for individual charitable organizations.

3. To suggest a possible new division of work among the organizations, public and private, and their better co-operation, in so far as such suggestions seem to be indicated by their present procedure.

4. To indicate such lines of action by organizations and the community as aim at the removal, or improvement, at least, of the conditions which disorganize family life.

As most cities have grown they have developed methods and agencies for helping people in need. Very often this lead to duplication of institutions established to handle the same kind of needs and the lack of provision for other kinds. In the absence, then, of any machinery by which the agencies could exchange information and otherwise co-operate, a possible obstacle to efforts aimed at solving family problems has presented itself.

To cure a disabled family as in curing a sick individual, it is essential that the treatment be not interfered with by those who do not know the real facts in the

case, and the treatment already prescribed. If the social agencies do not work together closely, placing facts at each other's disposal and co-operating in a unified plan for constructive assistance, there is danger that they may work at cross purposes with each other, and to the disadvantage of the family they would aid. In earlier years, when communication was not so easy, individual effort may have offered the best means of providing for all needs; but today, with even large cities released by electricity, telephones and printing press from the difficulties of distance and slow communication, the agencies must regard themselves as a part of a whole community's equipment for social service, ready to render co-operative and special service in the larger scheme of helping families out of abnormal conditions and into as full living as may be. This cannot be done without adequate records. In this study of the Lawrence charity organizations, the lack both of co-operation and adequate records was most conspicuous.

There are two types of charitable agencies at work in Lawrence, the public and private. The public outdoor relief is dispensed by the county commissioners through the poor commissioner. The private organizations consist of the Social Service League, the Salvation Army, and the

various church and fraternal orders. Besides these, of course, much charity is given by individuals. Physicians and merchants perform services for which they expect no return.

The Poor Commissioner who receives \$500 a year for this work, during the year 1917 dispensed \$1776.59 worth of relief among 127 cases in Lawrence. His records are exact and full-as to the amount of relief given. He investigates the case at hand, attempts to determine whether the distress is genuine and the party "worthy"; if he finds that it is he gives what relief he deems necessary, but not always what is asked for. He does not follow up this first call by other calls and makes no attempt at reconstruction. Of the 127 cases which he assisted in 1917, 25 were given only transportation. In all except two instances, this transportation read to one of the two nearby cities, either Topeka or Kansas City. Since there are no records of these people kept here in Lawrence, it creates a heavier burden for the charities of those cities. They must begin at the very beginning, whereas if they were able to communicate with the charities of Lawrence, and find out the status of the case, their treatment could be much more rapid and effective. In the two exceptions referred to, one case was furnished transportation to

Illinois where he had relatives and one was sent to an Ohio Poor Farm, where he wished to go and where he really belonged.

In regard to the color of the cases: Of the 25 to whom transportation was furnished, only 7 were colored, but of the 102 cases aided otherwise, 49 of them were colored, showing that almost half of our dependence in Lawrence is found among the colored population. The Salvation Army lieutenant said that fully two-thirds of their Christmas baskets went to colored families.

The Poor Commissioner's records contained nothing in regard to the nationality, occupation, number in the family, wages received, wages received by other members of the family; even the race was not recorded but the Poor Commissioner went over the list, upon request, and marked them in as far as he could remember. Of some he was not sure, especially those to whom he had furnished transportation.

The next organization considered was the Social Service League which is generally supposed to stand in the place of an Associated Charities and to serve as a centre for the co-ordinating work for families. Upon discovering that only 89 families out of the approximate total of 300 were known to the organization, and of these

39 were known to one other organization and 13 to two other organizations and that there is no attempt to co-operate with the other organizations, there is indication that much of the local work is not planned on a broad scale of family upbuilding. (1)

The Social Service League keeps no records of the relief given nor the names of the families. The visiting nurse acts as secretary of the League and she keeps a record of the calls which she makes as visiting nurse and in many cases these, no doubt, overlap but it is hardly advisable to trust to that. The nurse in going over the records of the Poor Commissioner several times as she checked a name familiar to her said, "They are not worthy".

There is operated in connection with the Social Service League, a hospital which takes care of dependents when sick, that is if they are "worthy". Several of the best physicians in town donate their services for this work and the hospital building is furnished by the city. All through the work of the Social Service League, an attempt is made to collect some small fee for hospital service and also for clothes, thus preventing the pauperization of the recipients.

(1) See Table I.

As before stated, the Social Service League receives the rent of its building, poor as it is and \$600 a year from the city. Besides this the nurse collects a vary-sum from the Metropolitan Life Insurance Company for calls made on its policy holders. The secretary said that this sum usually paid her salary which is \$75 a month. The rest of the funds for the organization comes in the form of subscriptions, money from teas, donations from the various Aid Societies and women's clubs in town. "Whenever the funds get low, we give a tea or something of that kind and replentish the treasury".

The last organization studied was the Salvation Army. The work of this organization can scarcely be called "scientific philanthropy" but the present head here in Lawrence seemed to realize that many things might be changed advantageously. No records are kept, either of the relief given or of the treatment applied in the giving of the relief. The Lieutenant, however, said that he could soon make out a list of his cases but this was not forthcoming although requested several times. In going over the list of the Poor Commissioner's report, he checked 24 names as those of people with whom he had worked. In several cases he said, "I did not know that they were receiving aid from the county".

Another instance, showing the lack of co-ordination among the societies was exhibited in a story which the Lieutenant told:

The woman who is at present in charge of the Salvation Army's clothes room, formerly had been with the Social Service League in the same capacity. While she had been in charge at the Social Service League's clothes room, a woman had come to get clothes who was able to pay a small amount for them. She obtained the clothes, promising to pay for them soon. That week the woman in charge changed to work with the Salvation Army and almost the first person who appeared to ask for clothes was the woman who had the week before replenished her wardrobe from the Social Service League's clothes room!

The Lieutenant said that he believed that it would be a good plan to make a list of the people to whom clothes were given and that this could very easily be done. He did not indicate the plan by which the duplication shown above would be prevented.

The Young Men's Christain Association has very little call for aid and does very little in that way. The secretary of the local organization said that they had had, within the last year, probably a dozen applications for relief, usually money. They "gave out a few free beds

possibly a half dozen overcoats and three or four suits". These clothes had been discarded by boys and men who lived in the dormitory. Most of the clothes so left, however, were given to the Social Service League for distribution. Most of the cases asking for lodging were directed to the Police Station. If their records were clear, they would go; otherwise the further away from the police station, the safer. The secretary volunteered the information that very few of those whom he directed to the station ever went.

The Police Department keeps no records of the help it gives, which usually consists of a night's lodging in the city jail. The Chief of Police said that on winter nights he often had requests for lodging from as many as '25 tramps. Since the war there has been a noticeable decrease; probably partly on account of the abundance of work and partly because many who had no registration cards were afraid to apply.

The Young Women's Christian Association has no organization in the city. There is, however, one connected with the University of Kansas. This organization does practically no charitable work. The members give toys at Christmas time and donate their services when asked to help in any way. In 1917 they filled eight Christmas

baskets. In this work they co-operated with the Social Service League.

The various church organizations, such as Aid Societies, Missionary Societies and Young Peoples Classes, do the most of their charity work through the Social Service League also. However several of the churches have one or more among their own members whom they care for as their especial charge.

The lodges do a considerable amount of relief work but it is of such a nature that one can hardly call it charity. It is given more in the fraternal spirit which pervades the lodges than as a philanthropic work. To find the size and character of the problem in Lawrence, I went to the secretaries of the different lodges, but in no case were they willing to give even approximate figures. They said that was distinctly a lodge matter.

Of course, the amount of individual charitable work in a city can never be known and what is done by individuals does not enter into the problem of organized charity in a city.

The records which were available showed that the three Lawrence agencies aided 216 families in 1917. This number does not include those families helped by the Salvation Army other than those which were on the

Poor Commissioner's list also. Neither does it include those helped by the churches, the lodges and individuals. In view of these facts, an approximate total of 300 families does not seem to be an excessively large estimate. The distribution of the families recorded according to the number of agencies to which they known is shown in Table I.

TABLE I.--NUMBER OF DIFFERENT AGENCIES TO WHICH INDIVIDUAL FAMILIES WERE KNOWN

Number of agencies to which families were known	Families
One.....	166
Two.....	337
Three.....	13
Total.....	216

The Social Service League which is generally supposed to do the social engineering for the city, is confronted by many problems involved in putting families on their feet again. In all the cases the service needed, if it is to be upbuilding in its effect is more than mere giving of fuel, food and shelter, necessary as that may be as a part of the treatment. There are calls for many kinds of

service. To cover this field, as well as to carry on the Social Service hospital, the organization has a staff consisting of a matron for the hospital whose duties are really those of a housekeeper, and a general secretary whose duties as public health nurse take up much of her time. The general secretary is a registered nurse but has had no special training or previous experience in social work.

The housing of the organization, including the hospital, in the old county jail, is entirely inadequate but this problem has been solved for the present by the gift of the Lawrence Hotel from Mr. Fally as a memorial to his wife. This building will afford ample room and will be a decided improvement on the present building. It is to be hoped, however, that in time the town may be able to build a really modern hospital in a more desirable location.

An examination of the records revealed no records. Of course, it would be very hard for one person whose duties comprise those of secretary of The Social Service League, visiting nurse and manager of a hospital to find time to keep adequate reports. Records of the calls made as visiting nurse were kept for each day. Another matter of office routine had to do with handling funds. Special

contributions for relief were expended by the secretary. Some of the checks were made out to the secretary in small amounts. When asked about these, she explained that those were for "fruit and delicacies for some of my sick". It would seem advisable to develop a system of special case appeals. By this is meant an appeal to some definitely interested party on behalf of some particular family needing help. This gives the charitably inclined a chance to show their interest in a case where they themselves can see the need and have an opportunity to supply that need. There will be plenty of volunteer workers for this kind of service. The Department of Sociology of the University would be glad to have such a field open to students in their department.

The first step toward improving the charity work of the city would seem to be the establishment of a Social Service Exchange at the office of the Social Service League through which societies and individuals may ascertain what other persons or agencies are interested in one or more members of particular families. In the investigation for this work, many instances came to light where an exchange would have preserved in usable form the knowledge and experience of other agencies in dealing with individual cases and have helped to develop co-operative plans for their treatment. In places where

the exchange has been fully developed, it records merely identification data; each of the general agencies listed (and so far as possible the churches also) when inquiring of it with regard to each new applicant or client, must give for identification only the surname, Christian name and address. In some places the race is also given. Each agency so inquiring is then informed whenever any other agency is found to have had contact with the same family or individual. It should then consult, at once, the agency previously interested, securing from it what definite information it has concerning the history and problems of the family. Informal conferences of those interested in a case are encouraged. No information is given save to those who are already charitably interested in a given case, and the only information given is a reference to others who are or have been interested.

Another point where improvement might be made in the charity work of the city is in regard to volunteer workers. The secretary of the Social Service League complained about the number of students from the University who had been asking for interviews, thus taking her time. In the same interview she spoke regarding the amount of work that was developing as a result of the war relief. If the situation were taken up with the University Depart-

ment of Sociology, there unquestionably could be arrangements made for students to be credited for volunteer work which they could do. A paid staff, no matter how big, cannot possibly do all the tasks which do not belong to any of the specialized agencies and which should be done. Such service may include clerical work, dictation of letters, supplementary investigation and the carrying out of rehabilitation plans. This service, of course, to be effective must be definitely guided at every point by the social engineer of the town.

In summarizing the amount spent for charity in Lawrence the Table II will help. (1)

TABLE II--EXPENDITURES FOR GENERAL RELIEF PURPOSES AND THE
COST OF ADMINISTERING THIS RELIEF

Organization	Relief	Cost
Poor Commissioner.....	\$1778.59.....	\$500
Social Service League.....	264.50.....	1500
Salvation Army.....	150.00(?).....	384
	\$2191.09	\$2384.

(1) This does not include the relief which was given by the Social Service League in the form of hospital service and clothes which constitute the largest part of its work and must not be underestimated.

CHAPTER IV

Conclusions- The Proposed Solution

The survey of the field of charities in Lawrence showed the lack of scientific methods in dealing with the problems which must arise, inadequate equipment and a lack of co-operation among the three principle charity organizations. These disadvantages could be corrected, in part, by services of a social engineer whose duties would be to supervise all the charitable work of the town, direct the workers, and inaugurate new movements of social betterment.

The social engineer could serve as secretary of the Social Service League and through that organization direct the work on a comprehensive basis. The scope of the work of the League is very broad, and since it stands in the place of an Associated Charity Organization it would seem better to be known as one and work in co-operation with the national organization. The reason given for adopting its present name is quite interesting and instructive as well. The society was originally organized as an Associated Charities but the poor of Lawrence had conscientious and social scruples about receiving aid from

a charity organization so the name was changed to Social Service League.

The Salvation Army and the Poor Commissioner should continue their work as at present, only under the co-ordinating influence of direction by the social engineer, the results effected would be improved.

The city should maintain some kind of a municipal enterprise where the unemployed could have an opportunity to show whether their unemployment was due to their own or society's fault. It would also keep those men whose employment is discontinued during the winter from becoming dependent. The municipal wood yard was a venture of this kind which proved very successful during the winter of 1917-1918.

Other requisites for bettering the charity work in Lawrence are the equipment and maintainance of the larger modern hospital which has recently been given the city by Mr. Falley. This work should really be undertaken by the city, whose duty it is, very evidently, to take care of its sick poor. In this building should be located the office of the social engineer who as before stated, may serve as the secretary of the Associated Charities in a town of 10,000 to 20,000 inhabitants. The visiting nurse would then be free to take entire charge of the

hospital.

The social engineer should be responsible for the organization of volunteer workers. In Lawrence, the Department of Sociology of the University of Kansas has available students who have had the theoretical training and who would be glad for an opportunity to put this theory into practice. Of course this must all be done ~~under~~ ^{under the} trained social engineer's directions. There should be a system of accurate book-keeping installed as well as a definite plan worked out for financing the charities. The responsibility for all movements to raise funds should be assumed by the social engineer. Working with the Civic Improvement League, the social engineer should assume the leadership in all movements looking toward the improvement of social conditions in the city. It is recommended that the secretary should take up, upon the motion of the board of directors of the Associated Charities, any matters developed as a result of case work which point to the need of undertaking some new social activity, or of effecting some administrative reform or legislative measure or of educating the community. This, in order ^{that} there may be general participation in those most important social changes whose need is bound to be shown in the course of a really intensive thorough-going

family rehabilitation work.

The establishment of a Confidential Exchange is an absolute necessity in carrying on the rehabilitation work. This exchange should be carried on by the Associated Charities Organization; the other organizations helping to pay for the very small expense of installing such a system. The example of a filing card which is used in many places is shown below.

SURNAME	MAN	AGE	WOMAN	AGE
ADDRESS				
CHILDREN		AGE	AGE	
1.			4.	
2.			5.	
3.			6.	
AGENCY SENDING INQUIRY		DATE		
KNOWN TO				
1.		5.		
2.		6.		
3.		7.		
4.		8.		

APPENDIX

PROPOSED MODEL OF A CONSTITUTION FOR AN ASSOCIATED CHARITIES IN CITIES OF 10,000 TO 20,000 INHABITANTS (1)

ARTICLE I

Name

The name of this Society shall be, the Associated Charities of

ARTICLE II

Purposes and Objects

The purposes and objects of this Society shall be:

(1). To be a center of intercommunication between the various churches and charitable agencies in the city; to foster co-operation between them and to check the evils of overlapping relief. For this purpose it shall maintain a confidential Registration Bureau.

(2). To investigate thoroughly the cases of all applicants for relief which are referred to the Society for inquiry, and to send the persons having a legitimate interest in such cases, full reports of the results of investigation.

(3). To provide visitors who shall personally attend cases needing advice.

(1). Adapted from a Constitution suggested by the National Charity Association.

(4). To obtain from the proper charities and charitable individuals adequate relief.

(5). To procure work for persons who are capable of being wholly or partially self-supporting.

(6). To repress mendicancy by the above means and by prosecution of imposters.

(7). To carefully work out such plans for helping families to help themselves, thereby becoming self-dependent, as may seem most practicable.

(8). To promote the general welfare of the poor by social and sanitary reforms, by industrial instruction, and by the inculcation of habits of providence and self-dependence and by the establishment and maintenance of any activities to these ends.

(9). To furnish information on the charitable undertakings in the city to members of the Society.

ARTICLE III

Membership

Section I. The Society shall be composed of the following persons:

(1). Members of Committees and any volunteer Friendly Visitors so long as they may continue in actual work.

(2). Annual Members. (Any person who shall contribute not less than one dollar to the Society annually)

(3). Life Members. (Any person who shall contribute fifty dollars to the Society at one time)

(If desired there may be only one class of members. The amounts may be varied.)

ARTICLE IV

The Board of Directors

Section I. The management of the Society shall be vested in a Board of Directors which shall consist of:

(1). Six members of the Society who shall be elected by ballot and shall hold office until their successors shall be elected

At the first regular meeting of the Board, the membership shall be divided by lot into three classes. The terms of those in the first class shall expire the next annual meeting of the society, the second class, the second annual meeting and the third class, the third annual meeting. At each annual meeting thereafter, two members shall be elected as members of the Board to replace the outgoing members, the term of office being three years and until their successors are elected; provided, however, that the absence of a member from three consecutive meetings of the Board, without adequate excuse, may be deemed

a resignation.

Section II. (1). The officers of the Board shall consist of a President, Vice-President, Treasurer and General Secretary. They shall perform the duties usually pertaining to their offices. All shall be members of the Board excepting the General Secretary and shall be elected by ballot at the first meeting of the Board, after the annual meeting of the Society. They shall continue in office until their successors are chosen. The General Secretary shall be appointed by the Board.

The Board may also appoint such other officers as may from time to time be deemed desirable and prescribe their duties. All appointed officers shall hold office during the pleasure of the Board.

(2). The officers of the Board shall also be officers of the Society, together with such additional Vice-Presidents as may be elected by the Board. Such Vice- Presidents shall continue in office until the annual meeting of the Society succeeding their election.

Section III. The Board shall have power to fill vacancies occurring in its own body.

Section IV. (1). There shall be a regular meeting of the Board on the first Wednesday after the first Thursday of each month excepting in July and August.

Special meetings may be called by the President, or by written request of any three members, on at least five days previous notice in writing, specifying the business to be brought forward.

(2) At any meeting of the Board three elective members shall constitute a quorum.

Section V. The Board may adopt a regular order of business for its meetings and suitable regulations for the conduct of the same and may from time to time, alter or suspend such regulations.

Section VI. The Board shall make such By-laws as it may deem necessary governing the direction of the Society and may also alter or suspend such By-laws.

ARTICLE V

Contributions and Funds

Section I. Contributions to the funds of the Society shall be paid to the General Secretary who shall transmit them to the Treasurer or to such person as shall be designated by the Board for that purpose. The fiscal year of the Society shall begin on the first day of October each year.

Section II. The Treasurer or other persons designated to receive subscriptions shall make monthly reports to the Board, or Committee to which the authority of the

Board is delegated, of all sums received.

ARTICLE VI

Meetings of the Society

Section I. An annual meeting of the Society shall be held on the first Wednesday after the first Thursday in October of each year, at such place as the Board shall designate. The Board may call a special meeting at any time.

Section II. Any fifteen members of the Society shall have the power to require the President to call a special meeting by a written request, specifying the business to be brought forward, and the President shall thereupon call a meeting within twenty days.

Section III. Every meeting of the Society shall be announced at least five days previously by advertisement in the official organ of the Society or in some daily paper published in the city.

(1). Six members shall constitute a quorum.

(This must vary to meet state requirements.)

(2). At any special meeting only such business shall be transacted as was specified in the notice of such meeting

Section IV. The Board shall submit to the annual meeting a report of its proceedings and of the condition

of the Society. It shall also submit a statement of the financial condition of the Society and of its income and expenditures during the past year, also estimates for the current fiscal year, and such further suggestions and statements as it may deem advisable.

ARTICLE VII

Amendments

This Constitution shall not be amended except by the resolution of a two-thirds vote of a meeting of the Board, at which at least five elective members shall be present, notice of such amendment having been already given by sending a copy thereof to each member of the Board at least five days previous to the meeting at which it is to be considered.

BY-LAWS

of the

BOARD OF DIRECTORS

I. Order of Business

The order of business shall be:

1. Roll Call
2. Minutes
3. Treasurer's Report
4. Reports of General Secretary

5. Reports of Committees

6. Unfinished Business

7. Miscellaneous Business

II. Treasurer.

The Treasurer shall have charge of the funds of the Society, shall collect all income thereof, and shall render monthly reports of the condition of the treasury.

He shall pay out moneys only upon the orders of the Executive Committee signed by the Chairman or Acting Chairman, attested by the Secretary which shall be his sufficient voucher.

He shall be an ex-officio member of the Finance Committee.

III. General Secretary.

The Board of Directors shall appoint a General Secretary who shall be the responsible executive head of the Society, and shall have direct charge of all its activities. He shall be its receiving officer for all subscriptions and its disbursing officer for all funds transferred to him from the Treasurer on the order of the Executive Committee.

The General Secretary shall attend all meetings of the Society and the Board and keep minutes of the same.

He shall give notice of all meetings and keep such

records as shall be required.

He shall notify the officers and all members of committees of their appointments.

He shall keep a record of the names and addresses of all members and a detailed list of all gifts.

He shall act under the orders of the Board or Executive Committee.

He shall be an advisory member of all committees and shall be entitled to all the privileges of membership, except voting.

IV. Other Officers.

Other officers shall have such titles and perform such duties as may be assigned to them by the Board.

V. Standing Committees.

Section I. The President of the Board shall appoint annually at the first meeting of the Board, the following Standing Committees, of each of which he and the Vice-President shall be ex-officio members.

(1). Executive Committee to consist of not less than three members.

(2). Committee on Finance and Membership to consist of not less than two members and the General Secretary.

(3). Such other committees as may be created

from time to time by vote of the Board which appointments shall be for the ensuing year, and until their successors shall be appointed.

The President shall have power at any time to appoint additional members to any of these committees. Members of the Society may be appointed on such committees (other than the Executive Committee) whether they be members of the Board or not.

Section II. The duties of said Committee shall be as follows:

(1). The Executive Committee shall act for the Board in the interim of its sessions, and shall oversee and direct the work of the Society, but shall assume none of the administrative functions of the General Secretary.

It shall keep a record of its proceedings and report at each meeting of the Board.

(2). The Committee on Finance and Membership shall be charged with the duty of raising and caring for the funds of the Society and increasing the Society's membership

It shall, at or before the regular meeting of the Board, report such financial methods as should, in its opinion, be adopted during the ensuing winter season.

The personall of the Finance Committee may well be made up from the prominent business men of the city who are members of the Society.